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JUNIOR COLLEGES AND THE NEW CAREERS PROGRAM.

BY- STEINBERG, SHELDON S. SHATZ, EUNICE O.
AMERICAN ASSN. OF JUNIOR COLLEGES, WASHINGTON,D.C.

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JUNIOR COLLEGES HAVE A VITAL ROLE IN THE "NEW CAREERS" PROGRAMS, WHICH ARE DESIGNED TO RECRUIT, TRAIN, AND PLACE HUMAN SERVICES AIDES AS WORKERS IN HEALTH, EDUCATION, AND WELFARE AGENCIES. AGENCIES WISHING TO PARTICIPATE IN THE PROGRAM MUST COMMIT CERTAIN JOBS TO TRAINEES FOR EMPLOYMENT AFTER COMPLETION OF THEIR TRAINING. RECRUITMENT IS BASED ON DEMONSTRATED ABILITY OF PERSONS WITH LESS THAN A HIGH SCHOOL EDUCATION TO BE TRAINED FOR SUCH WORK. THE TRAINING PROGRAM INCLUDES A SERIES OF CORE CURRICULUMS BEGINNING WITH GENERIC ISSUES COMMON TO ALL THESE OCCUPATIONS, A SECOND CORE FOCUSING ON ONE HUMAN SERVICE OCCUPATIONAL AREA, AND THE AIDE SPECIALTY COMBINING SPECIFIC SKILLS AND ON-THE-JOB EXPERIENCES. REMEDIATION AND CONTINUING EDUCATION ARE IMPORTANT PARTS OF THE PROGRAM. A CRITICAL PROBLEM IS THE CLARIFICATION OF ROLES OF PROFESSIONALS AND NONPROFESSIONALS. ALSO, IT IS IMPORTANT THAT SUCH PROGRAMS BE DEVELOPED TO PROVIDE TRUE LINKAGE WITH EXISTING PROFESSIONAL CAREER OPPORTUNITIES. THIS ARTICLE IS PUBLISHED IN "JUNIOR COLLEGE JOURNAL," VOLUME 38, NUMBER 5, FEBRUARY 1968. (WO)

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JUNIOR COLLEGES AND THE NEW CAREERS PROGRAM

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Listening to the speaker at a graduation ceremony are case-work aides Olive Williams, Effie Singleton, and Lucile Simpson of Cuyahoga Community College, Cleveland.

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Educational Leadership Is Needed; No Group Is Better Suited Than Those In the Field of Community Colleges

By Sheldon S. Steinberg and Eunice O. Shatz

Junior colleges are actively involved or planning participation in about a fourth of the fifty-one major cities in America which have been approved for New Careers programs this year.[1] These programs aim at recruiting and training the undereducated, unemployed, and underemployed for entry jobs in human service occupations—health, mental health, education, social services, justice, recreation, urban redevelopment—with built-in opportunities for career mobility.

The initial involvement of junior colleges in these programs points to the expanding pivotal role our two-year institutions will play in the future in guaranteeing the viability and institutionalization of the new careers movement.

What Is New Careers?

New Careers is a broadly conceived, multigoal program which attempts to:

1. Ease the manpower shortage and improve client service in health, education, and welfare agencies by restructuring the job hierarchy
2. Develop new approaches to the education and training of the undereducated, unemployed and underemployed which is geared to their specific lifestyles
3. Serve as a mental health intervention by reducing the alienation gap between those typically viewed as the "clients" and those viewed as the "helpers"
4. Inhibit the rising incidence of juvenile and adult crime by providing jobs leading to career involvement for the poor
5. Break the poverty cycle and dynasty of dependency by providing jobs with promotion potential and salary increase
6. Bring agency services closer to community needs as they are articulated through indigenous persons employed by those agencies
7. Encourage social and institutional change by considering how the utilization of the "new careerists" can improve or alter the traditional flow of services and use of professional talent
8. Increase the ability of the poor to take leadership roles in the community
9. Provide true career mobility by thinking through necessary linkages with community educational and training facilities before training for entry-level jobs begins.

New Careers Training Model

Job development: The training elements of new careers programs begin with the crucial area of job development. It is essential that agencies wishing to employ human services aides commit specific jobs for new careers trainees after successful completion of their training. Job descriptions for the entry job and through at least two more levels should be worked out in advance of training. Necessary qualifications for entry and mobility through at least the next two steps also must be spelled out in advance of training. This will insure clarity of role definition, not only for the aide, but for professional staff whose roles will be affected in some way by the addition of a new staff member, be it in the areas of supervision, program development and evaluation, or case management. It will also encourage a reevaluation of program goals and services which may require some modification as community needs become more sharply defined. The job descriptions as they fit into the goals of the total agency program thus become the fulcrum of training for the aide and the base for staff development opportunity and growth for the professional.

Recruitment and selection: Recruitment and selection of new careers trainees is limited to adults twenty-one years of age or older. The Scheuer legislation is aimed at "screening people in" rather than the traditional "screening people out" model used by human service agencies in the past. The tra-

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ditional recruiting sources of upper percentile high school graduates for entry jobs have not supplied the manpower needs to date and do not appear to be able to supply them in the future. Ample experience in pilot new careers programs at Howard University, Lincoln Hospital and New York's Goveneur Clinic has demonstrated that people with less than a high school education can be trained to assume responsible roles as aides in a wide variety of human service occupations.

"Core curriculums": New careers programs have demonstrated their effectiveness in recruiting urban ghetto residents, with as low as a fifth grade reading ability, and training them in a unique model which combines each of the following elements:

1. A series of "core curriculums" beginning with "generic issues in human service occupations" which are common to all these occupations
2. A second core focusing on one human service occupational area—health, education, social services, etc.—common to that specific area
3. The aide specialty combining specific skills and on-the-job experiences.

The following figure illustrates this:

GENERIC ISSUES IN HUMAN SERVICE OCCUPATIONS	*Health Core*	Home Health Aide
		Laboratory Aide
		Mental Health Aide
	Education Core	Teacher Aide
		Library Aide
		Media Aide
	Social Services Core	Casework Aide
		Interview Aide
		Child Day Care Aide
	Justice Core	Patrolman Aide
		Police Community Aide
		Communications Aide

Junior colleges currently participating in new careers programs have indicated a desire to assume responsibility in one or a combination of the above curriculum areas.

The core group: The generic issues content is discussed in a small core group. Topics such as the world of work, perspectives on poverty, minority group history, communications, human growth and development, normal and abnormal behavior, and field trips are discussed as part of the core group process. Discussion focuses on the job experience, and individual problems are utilized as vehicles to move discussion into broader areas of discussion. For example, if a trainee exhibits poor work habits by frequent lateness, the discussion in core group would focus on what this means to the client's expectation of service and increased load on other staff. No attempt is made to use the core group as a therapeutic milieu.

On-the-job training and skill training: Skill training and on-the-job training may be combined under the supervision of one person or divided under two supervisors. Initial experience in new careers programs indicates that the vast potential of skilled faculty in human service areas in junior colleges is being used to teach specific skills in health, mental health, urban redevelopment, law enforcement, and social services. Generally, the on-the-job training remains the responsibility of the agency where the trainee will work.

Remediation: A basic new careers concept is "screening people in," especially those with less than a high school diploma. A number of early new careers programs have demonstrated the need for the inclusion of remediation as part of the total training process to assist trainees in achieving high school equivalency. The need for this is obvious. Current civil service and professional certification requirements mandate a high school diploma for anyone wishing to apply for an entry job in any human service occupation. The inclusion of remediation as part of the training program, and focusing the remediation on job specifics and passing the high school equivalency examination, are vital aspects of core group training. Here, too, in at least two of the junior colleges participating in the Scheuer new careers programs the colleges are assisting in conducting remediation and high school equivalency activities.

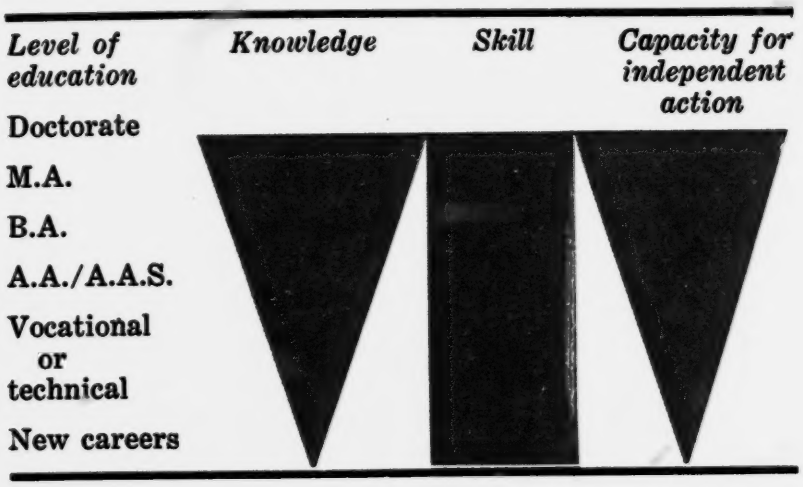
Continuing education: The Scheuer programs also recognize the key role that junior colleges play in continuing education. They are the next logical step for new careerists who achieve high school equivalency. In at least one instance, not only is the junior college providing academic credit for the new careers training program and two-year post-high school programs with which these are linked, but also has established linkages with the local state university to train the trainers involved in supervising on-the-job training. More than sixty such aide positions have been identified to date in currently funded Scheuer programs in fifty-one cities. Most of these have their next-level counterparts in junior college curriculums; i.e., a wide number of nursing aide titles (pediatric aide, operating room aide, home aide) relate to associate degree nursing programs as the next level of continuity; mental health aide titles relate to mental health technology programs as the next level of continuity; patrolman aide and police-community aide relate to public safety programs, etc.

Supportive services: Scheuer legislation also makes available a broad range of "supportive ser-

vices" for trainees. These include medical, child day care, legal, and other services which will help the trainees stay in training.

Professional staff development: The utilization of aides in human service agencies is quite new. So is the concept of rethinking roles of professionals in agencies where aides will be used. As soon as job descriptions are thought through for aides, a ripple effect is inevitable across the board. Therefore, weekly seminars for all key supervisory training personnel are crucial to the success of a new careers training program. The professional involved in training aides for the first time must be helped to understand that the aides represent no threat to his professional status. In other words, the social worker with the M.S.W. or the M.D. degree must be helped to realize that new careers does not maintain that six case work aides will equal one case worker and six operating room aides will equal one brain surgeon. The agency professional is, in fact, the key person in the training team and in this position, *de facto,* takes on an expanded or new task of teaching and supervision.

In the analysis of the best utilization of professional and human service aide personnel, the critical components of educational level, knowledge, skill and capacity for individual action should be reviewed as a beginning basis for restructuring services and job function. We should be more concerned with "mindpower" than manpower utilization.[2] "Mindpower" stresses the use of the professional and human service aide for those functions for which each is qualified. It makes little sense, for example, to have physicians continue to do things which do not require their knowledge, skill, and capacity for individual action. The same is true for each level of human service agency personnel. The following chart[3] illustrates the four critical components of education, knowledge, skill, and capacity for independent action as a guide for analyzing job function.



As the educational level rises, so does knowledge and the capacity for independent action. The skill component remains constant because at each level of job function we would expect optimum performance within the limitations of the other factors.

What further issues and concerns this raises for the professional in terms of his own role, opportunities for further education and training for himself, new awareness of interests he may now wish to explore, can form a substantial and critical aspect of the weekly seminar.

In addition, the seminars are important to clarify problems that occur in the course of training and make necessary adaptations to improve the training program.

They also are valuable as in-service training programs for professional staff, in exploring new fields of knowledge such as the life-styles of the poor, urban problems, and job reengineering.

The previous new careers training elements discussed occur simultaneously. Each day the trainee should be involved in core group process, skill and on-the-job training, and remediation. In this way, he is helped to relate to the total program, and better understand his relationship to his own job and where that fits into the agency where he will be employed after training. As the training program progresses, the skill and on-the-job training components may increase in time spent in these areas.

What Junior Colleges Are Doing

Initial involvement of junior colleges in new careers programs is limited.[4] This is not surprising in light of their recency. In older, more established manpower training programs, such as M.D.T.A., there is more active participation by the colleges which were contacted about Scheuer new careers programs. However, despite the relatively small number involved, junior colleges are participating in all of the key components of the training.

Merritt College in Oakland, California, hosted a two-day new careers conference for eighty community representatives from sixteen different community agencies concerned with the training of 120 or more new careerists. Generic issues, skill training, remediation, and curriculum development in a wide range of human service entry jobs are all part of Merritt's involvement. The college also has accepted the responsibility for coordinating the total program in cooperation with a local new careers private training organization.

Central Piedmont College, Charlotte, North Carolina, is involved in preparing curriculum and assisting in the training of trainers for core group activities. The college also assisted in developing job descriptions for entry level and two succeeding steps. The college itself will employ nine aides—eight media aides and one health education aide.

Cuyahoga Community College in Cleveland has been involved in core training, curriculum development, and remediation activities for a number of months. The college was also involved in developing job descriptions with the Civil Service Commission. The first group of home health aides completed their training in October and are working in the Department of Welfare.

Miami-Dade Junior College in Florida is involved in remediation activities.

The other half-dozen colleges are discussing the extent of involvement prior to the mounting of programs this fall or early winter. Mercer County Community College in New Jersey is considering the use of a new careerist working with the college in developing its community relations, especially in reaching the lower socioeconomic groups in its area. Virginia Western Community College in Roanoke also is exploring the extent of their involvement to train ninety-five recruits in the new careers model. Three City University of New York two-year colleges (New York City Community College, Borough of Manhattan Community College, and Bronx Community College) will offer a program for 300 new careerists to prepare them for aide functions with the Board of Education, Department of Social Services, and the Department of Hospitals. The program will include high school equivalency preparation and skill training.

The Community College of Baltimore will provide overall direction and coordination for the training of 300 aides in educational, welfare, health and other government agencies. The college will participate directly in all training elements except on-the-job training. Key training personnel will be hired by the college and will be headquartered on campus. Cooperative relationships will be worked out with the Board of Education for remediation activities.

The Allegheny Campus—Community College of Allegheny County (Pittsburgh)—is providing remediation and basic education help leading to high school equivalency. The college also assisted in job development activities and is coordinating all training elements.

The Major Key

Other community colleges contacted as a result of being mentioned in funding proposals indicated their interest and desire to participate in Scheuer programs but could not follow through because of exceptionally heavy fall enrollment and consequent unavailability of faculty and other college resources. Some colleges were little older than new careers itself and needed to focus on developing their basic program before becoming heavily involved in community activities. Some colleges were heavily involved in other federal and state manpower and vocational education programs which committed available staff for the time being.

It is not an exaggeration to state that junior colleges can provide the major key to "legitimizing" new careers. The submission of H.R. 12836 to the Nintieth Congress for "universal educational opportunity at the postsecondary level" further reinforces the increasing demands currently being made on our two-year colleges. This will be true for new careers programs too. By virtue of numbers, geographical placement, faculty expertise, and a commitment to the community in which they derive sustenance and spirit, junior colleges are crucial to the future development and institutionalization of the new careers concept.

The sense of disillusion and betrayal of a trainee who has prepared himself sufficiently to achieve his equivalency can hardly be underestimated when he finds the way to further education barred because he is unable to pass the college entrance exams. Despite the promise of the new careers potential, he is unable to realize its goals. Frequently, when he is able to enter a community college, he is unable to master an advanced curriculum.[5] To close the gap between high school diploma or equivalency many of these youth require a bridging curriculum which is highly remedial in nature and which is designed to bring those who are able, to the point of full post-high school capability. Baltimore Junior College, for example, has such a program which includes a mix of noncredit and college credit courses.

Miami-Dade Junior College has a "screening-in" admissions policy which allows applicants nineteen years of age or older who have not completed high school to enroll as special students. They remain in this category until the high school diploma or equivalency is achieved or they earn a 2.0 grade point average or higher for the first 12 credit hours of degree level courses attempted.

A Role for the Junior College

Junior colleges, because they are designed to be a part of the urban complex, are in an unparalleled position to articulate with high school programs and familiarize students early in their high school experience with the possibility of on-going education.[6] Students might sit in on specially designed courses on the campus—the college instructor might be visiting lecturer to the high school. College instructors might conduct skill sessions on an on-going basis in in-service agency programs. All of this would have a twofold purpose: to provide a "feeder-system" to the college of those young men and women it is committed to educate and to actualize the accessibility of continued education for these young people.

A frequently overlooked factor is the difficulty in translating the abstract thought of college education into concrete reality for those whose frame of reference does not encourage this translation. Another frequently overlooked factor is the overwhelming anxiety ghetto youth experience in making the transition into this middle class structure. Success and challenge can be a terrifying experience to youth who are conditioned to a life of failure and grinding boredom. While the aspirations of the undereducated tend to be high, most have never developed the study habits, motivation and self-discipline required for successful college performance. This possible meaning and "pay-off" have not been readily apparent—nor in some cases, have they existed. The potential of new careers provides the "pay-off." The junior college can provide the possibility and meaning.

The learning style of the poor tends to be concrete. Their activity tends to be visceral. Their perceptions of the world and society tend to be direct and frequently disconcertingly honest.

Teaching these youth has unbounded potential for expanding the knowledge of the professional educator. More often than not, sacred cows are overturned—cherished theories are exploded—protected myths are exposed—status and prestige symbols are challenged. People in poverty "tell it as it is" and in so doing, force the educator and the professional into both a professional and personal examination of their values, attitudes, motivations and biases. It is, to be guilty of a major understatement, unsettling, but also extremely exciting and productive.

Opportunities to Pioneer

Educators constantly are seeking more effective ways to further teaching and learning. Although, current major emphasis centers around innovative methods of education in the elementary and secondary schools, colleges and universities also are seeking new ways of educating. This concern will increase dramatically when inner-city ghetto youth take advantage of current legislation, such as H.R. 12836, to pursue education at the postsecondary level.

If we are not to commit the same error as the elementary and secondary schools—i.e., curriculum geared to the middle class—it is imperative to consider innovative approaches at the college level now. The junior college occupies a unique position and has many opportunities to articulate with and teach through joint programs with the public school system and federal training programs. Thus it can further build pioneer demonstration programs in higher education methods and techniques for the disadvantaged. This presents another exciting potential contribution two-year colleges can offer to four-year colleges and universities who will ultimately receive these youth into their programs.

Junior colleges are more flexible in curriculum, experimentation, and innovation in the educational process as an expanding list of offerings reported in the AAJC *Occupational Education Bulletin* amply demonstrates. This expertise can be applied to the identification of community needs, gaps in services, direct and indirect assistance in mounting education and training programs, and broad involvement of faculty in specific areas of curriculum development, training, remediation, training of agency supervisors and planning and consultative services.

The traditional involvement of all levels of leadership in the community from a broad representation of human service and industrial organizations also uniquely qualifies the junior college for a leadership role in "poverty programs." The neutral academic backdrop the college affords for testing out new ideas and approaches for professionals, "new careerists," and agencies in the community is another key strength.

A Brief Look Ahead

Before next spring, it appears as if new careers programs will be doubled by extension to approximately fifty other cities. In addition, other federal poverty programs will make available funds for education and training of low socioeconomic residents in urban and rural areas. These programs increasingly will cut across the broad spread of human service agencies and necessitate a coordinated plan of action in each of the 100 and more communities involved, most all of which now are or will be in close proximity to a junior college. Whether or not these programs are funded through New Careers, Department of Housing and Urban Development, Kennedy-Javits, Elementary and Secondary Education Act, Economic Opportunity Act, Department of Labor, Vocational Education Act, or legislation yet to be conceived, the junior college acceptance of responsibility and involvement in these programs will compound existing problems and raise others.

First, as has already been pointed out, institutional priorities for other programs must be evaluated and decisions made about the extent of involvement in these programs. This is not an easy task. Each college must weigh its own goals and commitments to the community and the people in it. Each college must think through its own responsibility as an agent of social and institutional change and decide for itself.

Second, the resistance of professionals in human service agencies to changing patterns of services and organization must be recognized clearly. Here the junior college has an admirable record of achieving equitable agreements with professional organizations at the two-year technology level. Similar agreements and accommodations need to be worked out to ensure a realistic career flow for new careerists prior to and after an associate degree program.

Third, institutional priorities imply budget decisions. Most of the federal programs provide funds with matching provisions. Here, too, each college must match goals with available resources.

Fourth, the issue of quality vs. quantity must be considered. Each college must assess its involvement in programs for the undereducated, unemployed, and underemployed on the basis of whether or not training programs will end in identified jobs with career potential or in the usual dead end jobs which recycle a core of "veteran trainees."

Fifth, junior colleges must be rigorous in posing hard questions about job redefinition and related curriculum and training programs at all levels. This problem area can be clarified at all stages by borrowing the architectural principle, "form follows function." This is and will continue to be a most difficult area in which to achieve results. But, it may be the most crucial area and the one on which ultimate success of new careers rests.

Sixth, in pursuing solutions to these problems, it will be necessary to guard against the establishment of two parallel sets of "careers" and attendant education; one for high school graduates from the usual, middle class, traditionally motivated segment of our society and a second for urban ghetto and rural poverty pocket residents who will, in effect, be shut off from true linkage with existing professional career opportunities.

Conclusion

Involvement in new careers and other poverty programs must wed opportunities and problems. But junior colleges have entered into similar intimate relationships with other seemingly disparate elements and produced thriving offspring. The central issue here is what can the junior college offer that is unique in the development of new careers, and, at the same time, secure and strengthen its growing position in the field of higher education? The spectre that seems to loom in considering education, training, and employment of undereducated people is that of lowering standards and watering down quality. To be put off by this spectre is, we believe, to miss the crux of the challenge.

The real issues are:

1. In the face of constantly rising manpower demands in human service fields, is there an alternative to job-reengineering and differential use levels of personnel other than inadequate service and unmet community need?
2. What tasks currently being performed by professional personnel are routine and can be performed as well, or better, by other staff, specifically trained to perform them?
3. What opportunities for futher education and growth can be offered to the professional now functioning in a traditional role which will make maximal use of his specific talents and build on his acquired knowledge and experience?
4. What will this ultimately mean in terms of the cost of service and the social economy?
5. What steps can be taken to reach out into the community and make available to ghetto youth stepping stones of education and training that are relevant, integrated and realistic?
6. How can educational content be presented in different forms which will make it comprehensible and vital to an enlarged and varied body?
7. How will institutions of higher learning meet the demands of current legislation and the determination of the poor for postsecondary education with opportunity to make a significant and recognized contribution to society?

There is disquieting absence of leadership among colleges and universities in coming to grips with these central concerns. There is no group better suited in terms of philosophy and past performance, nor better qualified in terms of background and commitment, than those in the junior college field.

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[1] New Careers programs are funded through local community action agencies under Title II, Section 205 (e), of the Scheuer Amendment to the Economic Opportunity Act and administered through the U.S. Department of Labor, Bureau of Works Programs.

[2] Mase, D. J. "The Utilization of Mindpower." Paper presented to American Public Health Association, Health Manpower Section, November 2, 1966.

[3] Adapted from Mase, *op. cit.*

[4] Forty-eight funding proposals were reviewed with the cooperation of the United States Department of Labor, Bureau of Work Programs, to identify colleges as potentially participating in new careers programs. Letters and a one-page questionnaire subsequently were mailed to identify specific involvement. Three on-site interviews were conducted for further information.

[5] Coleman, J. S., et al. *Equality of Educational Opportunity.* U.S. Office of Education, Washington, D.C.: Government Printing Office, 1967.

[6] Bard, H.; Lerner, L.; and Morris, L. "Operation: Collegiate Horizons in Baltimore," *Junior College Journal* 38: 16-21; September 1967.

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